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ABSTRACT

This document focuses on critical areas that affect teachers as the direct providers of educational service to students. It summarizes critical issues in teaching, raises key questions to be resolved, describes the current system of teacher certification and provides a bibliography for further reading. Brief discussions are presented on: (1) the professional status of teachers; (2) teacher salaries; (3) daily teaching load and class size; (4) professional discipline; (6) preservice teacher education; (7) credentials for teacher certificates; and (8) teacher recruitment. Statistics on New York State teachers are displayed on charts which provide information on teacher compensation, provisional certificates issued, and characteristics of public school classroom teachers. (JD)

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Strengthening Teaching in New York State

A Review of Issues

This report is prepared for your use at the 1985-86 Regents/Commissioner's Regional Conferences on Strengthening Teaching. It summarizes critical issues in teaching, raises key questions to be resolved, describes the current system of teacher certification, includes statistics on the teacher workforce in New York State, and provides a bibliography for further reading.

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NEW YORK
THE STATE OF LEARNING

The University of the State of New York/THE STATE EDUCATION DEPARTMENT
Albany, New York 12234/September 1985

ISSUES PAPER

STRENGTHENING TEACHING IN NEW YORK STATE

Improving the quality of education in New York State is a constant priority of the Board of Regents and the State Education Department. In the last few years, specific actions have been targeted on strengthening pupil performance in elementary and secondary schools. There are now a number of manifestations of success and improvement in the system. Among these indicators are the following:

- The percentage of New York State high school graduates going on to college, employment or the military has held steady during the last five years at approximately 95 percent.

- The percentage of high school graduates entering two- and four-year degree-granting institutions has risen over the past five years from 64.9 percent in 1979 to 68.4 percent in 1983.

- On the 1984 College Board Achievement Tests, New York State scored 16 points higher than the national average on all tests combined. New York had the largest group of commended students in the nation on the National Merit Scholarship Examination, the largest number of winners and honors in the Westinghouse Science Talent Search, and the largest number of candidates and different examinations taken in the Advanced Placement Program. Comparing outcomes on these measures with California, a state of comparable size, New York outperformed California in every instance in 1984.

- A complete revision and modernization of the State's occupational education program to meet the requirements of business and industry is well under way and includes a coordinated program for students in grades 7-12, a modular curriculum, and a statewide accountability system built on State level proficiency examinations.

While it is apparent that positive change is occurring, a number of social and economic developments sustain the need for continued measures to improve the effectiveness of our schools:

- The dropout problem and youth unemployment have become major national issues. Black and Hispanic youth, who are the fastest growing proportion of New York's school population, have the highest high school dropout rates and the highest rates of youth unemployment.
- Support for schools may be adversely affected by changes in New York's population. The population as a whole has decreased but the percentage of minority and low income families has increased, as has the percentage of middle and upper income families without school-age children.
- New York has felt the effects of a changing economy resulting in the net loss of approximately 350,000 manufacturing jobs in the last decade. The "technological revolution" has changed the nature of the job market. There is a widening gap between the advanced skills required by high technology industry and the skill levels typically associated with youth entering the job market.
- Recent census data notes that in 1955, 60% of the households in the U.S. consisted of a working father, a housewife mother and two or more school-age children but by 1985, that family unit accounted for only

7% of all households. The ramifications of this and related changes in our social structures require adaptations in our schools.

Recognizing the complexity of the problem, the Regents and the State Education Department have taken a comprehensive approach toward the strengthening of pupil performance which involves a number of interconnected steps. This approach focuses on the three major components of the education system: the students, the educational programs, and teaching.

This report addresses one of these major components of the educational system: teaching. The emphasis is primarily on teachers as the direct providers of educational service to students. This emphasis is in no way meant to minimize the significant role of administrators, supervisors and support staff in providing the necessary framework to create a productive school environment. It is assumed that reforms in teaching will warrant changes for all other school personnel so that teachers, administrators, supervisors and support staff can function as an effective team.

Issues are addressed in three critical areas: the conditions of teaching, the preparation of teachers and the recruitment of teachers.

I. THE CONDITIONS OF TEACHINC

A. PROFESSIONAL STATUS

In a recent New York State Senate hearing on teaching in elementary and secondary schools, "an almost universally adopted theme...was the view that raising the professional status of teachers is the sine qua non of strengthening teaching in the schools (Donovan, 1985, p.5)." Professional status concerns the image of teaching in

the eyes of the public, teachers, administrators and school board members.

Many suggestions to enhance the status of teachers and teaching have been advanced. These include a new definition of teaching as a profession; affording teachers greater voice in establishing standards for entrance to the profession; expanding teacher participation in school decision-making on employment of colleagues and selection of curriculum materials and textbooks; reducing or eliminating such noninstructional tasks as hall monitoring, maintaining attendance records and materials inventory; recognizing "mentor" teacher achievement through attestation by professional organization and/or examination; and streamlining procedures to remove incompetent teachers.

Key Questions Concerning Professional Status

1. How can teachers at the building level become more involved with important personnel and instructional decisions?
2. Are there aspects of the postsecondary system (e.g., faculty involvement in setting the curriculum, in selecting and evaluating other faculty) that could be adopted by elementary and secondary schools?
3. In what ways can teachers be relieved of non-teaching responsibilities?

SALARIES

Comparative studies show that beginning salaries for teachers are lower than almost any other field requiring a bachelor's degree and that teacher salary ceilings are lower than the salary ceilings of other

college-educated workers. A majority of the teachers in New York believe that their jobs do not allow them to earn a decent salary (Harris, 1984).

Proposals to make salaries more competitive and attractive have been advanced in New York. These include: mentor-intern programs, overall pay raises, raises for beginning teachers, market-sensitive pay schedules, career development programs and a mandated salary schedule.

Key Questions Concerning Salaries

1. Should New York State have a State minimum salary for teachers?
2. Among the various proposals to improve the conditions of teaching in New York State, where do salary increases lie on the priority list?
3. Should teachers have differentiated salary schedules based on assessed performance and/or responsibility and assignments?

C. DAILY TEACHING LOAD AND CLASS SIZE

When the daily teaching load is such that it limits or precludes other professional activities such as preparation of lesson plans and materials, planning for assessment of student needs and evaluation of student work, teachers are unable to perform effectively. Teacher skills which enhance classroom learning, but which are noninstructional, are apt not to be used when the teaching load is too heavy.

It is often recommended that to improve their working conditions teachers should have time each day for class organization and record keeping. Proposals have also been put forth to enable secondary school teachers to have fewer regular-size classes so they may have time to devote to small group sessions and to help individual students with special projects.

Teachers frequently note that class size is one of the factors that contributes to job satisfaction. Furthermore, while research findings may not be conclusive, there is evidence that pupil achievement is related to class size (Glass, 1982; Hedges and Stock, 1983).

Key Questions Concerning Daily Teaching Load and Class Size

1. Concerning daily teaching load and class size, the Commissioner's Regulations state:

   > 100.2(e) The number of daily periods of classroom instruction should not exceed five. A school requiring of any teacher more than six teaching periods a day, or a daily teaching load of more than 150 pupils, should be able to justify the deviation from this policy.

   Should the State mandate maximum daily teaching load and class size for elementary and secondary schools or should that remain a function of local school board policy and collective bargaining agreements?

2. What should be the teaching loads and class sizes for elementary and secondary schools?

D. EVALUATION OF TEACHING PERSONNEL

State regulations now require the annual performance evaluation of all district personnel. To assure effective use of these reviews, the evaluation should be not only a screening mechanism, but an important means for individual and system growth.

Evaluation issues include: making assessment procedures more public and objective; use of up-to-date evaluation techniques, peer reviews, and

the establishment of criteria designed to reflect relevant standards for educational personnel.

Key Questions Concerning Evaluation of Teaching Personnel

1. Should the State set additional standards for local professional performance evaluation?
2. How should local evaluation of performance be related to State certification?

E. PROFESSIONAL DISCIPLINE

The aim of a system of professional discipline is to assure that standards of professional performance are set and that failure to meet those standards is subject to discipline. Such a system maintains the respect of members of the profession and the public by disciplining professionals who engage in professional misconduct. The current discipline system for teachers consists of two elements. Section 3020a of Education Law establishes a procedure for dealing with misconduct of tenured personnel in a particular school setting and deals exclusively with their employment status. Part 83 of the Commissioner's Regulations, the other element of the system, delineates a State operated procedure for handling questions of moral character for those holding or applying for a certificate. Actions taken in accordance with Part 83 may result in the revocation or denial of a certificate.

Issues in the professional discipline of the teaching profession include: the definition of misconduct, the ability of the system to deal with a range of abuses and a range of appropriate penalties, teacher and administrator involvement, and the timeliness of discipline hearings.

Key Questions Concerning Professional Discipline

1. How should the system of professional discipline for teachers be improved?
2. What should be the role of the State, school boards, administrators and teachers in a professional discipline system?

II. THE PREPARATION OF TEACHERS

A. PRESERVICE EDUCATION

National research reports that few college teacher education programs have well-defined, rigorous standards for admission, and most programs do not require specific high school rank or grade point average nor SAT or ACT test scores for acceptance into teacher education (Feistritzer, 1984). The report of the National Commission for Excellence in Teacher Education (February 1985) confirms several criticisms of teacher education programs. The quality of teacher education programs has been widely criticized, as has their poor performance in setting and enforcing standards; control over teacher education has been criticized as being too scattered; and teacher education has been a poorly supported and regarded program in colleges and universities. Student teaching and internships, perceived as vital to preparation for induction into teaching, are frequently not well integrated with the rest of the preparatory program.

Key Questions Concerning the Preservice Education

1. What should be the primary components of a preparatory program for elementary teachers? for secondary teachers?
2. How can we assure prospective teachers' familiarity with topics such as mainstreaming, sex equity, technology, education of the gifted, multicultural education, and drugs and alcohol abuse?

3. How can the field experiences (student teaching, internships) become more fully integrated with other aspects of teacher education programs?

B. CREDENTIALS

At present, the system of credentials for teachers certifies that minimum academic and professional coursework has been completed. A general examination helps to verify that the candidate possesses the knowledge necessary for teaching. The system does not require periodic renewal of certificates based on continuing professional education.

Issues of credentials include: certification requirements and the extent to which they reflect academic and experiential training that is commonly considered necessary for successful teaching; the establishment of a method of evaluating teaching personnel for practice, independent of the evaluation conducted by those who prepare them; and the requirements for the continued certification or periodic renewal of certificates.

Key Questions Concerning Credentials

1. With the availability of a test that can verify a prospective teacher's knowledge of a subject matter and pedagogy to teach the subject or grade, how prescriptive should State requirements be for teacher preparation programs, e.g., course content, grade point average, etc.?
2. Should the State develop procedures to renew certificates based on such requirements as continued professional education or examination?

C. CONTINUING PROFESSIONAL EDUCATION

The literature on teaching notes many ways by which inservice education offers opportunities to improve classroom instruction, enrich the skills and behaviors of teachers, enable individuals to acquire additional knowledge and serve as a vehicle for school staffs to work toward the attainment of district goals and objectives.

Issues involved in staff development are: programmatic support and guidance for beginning teachers; governance and management of the program; incentives for participation; establishment of program content; mode of delivery; responsibilities for development, implementation and assessment, and funding.

Key Questions Concerning Continuing Professional Education

1. Should there be State requirements for staff development?
2. Should there be State funding for staff development?
3. What should be the role of teachers in the design, implementation and evaluation of staff development programs?

III. THE RECRUITMENT OF TEACHERS

As noted in a recent report by the Rand Corporation (Darling-Hammond, 1984, p.v), "until teaching becomes a more attractive career alternative, the problems of attracting and retaining talented teachers will undermine the success of other reforms intended to upgrade educational programs and curricula." There are growing shortages of teachers in certain subject areas such as mathematics, science, and foreign languages, and in schools with high concentrations of disadvantaged students. A more general teacher shortage is likely in the future if current trends continue. Dependable statewide information on current or future shortages is not readily

available; it varies at any given time by district, by subject, and by salary.

Closely tied to the issue of teacher shortages is that of the recruitment of talented individuals to the profession of teaching for both public and nonpublic schools. Studies report that it is the less scholastically able student, as measured by standardized tests, who enters the profession of teaching, and among those who do teach, it is the more scholastically able teacher who is likely to leave the profession first (Darling-Hammond, 1984, pp. 2-3).

One issue is the manner of intervention to change current career patterns in ways that would strengthen the recruitment of talented individuals to the teaching profession by institutions of higher education with teacher education programs, local school districts including teachers themselves, and state policy makers. Other issues concern the recruitment of underrepresented groups to teaching and improved recruitment for certain teaching fields such as mathematics and science.

Key Questions Concerning Recruitment

1. To what extent should special incentive programs be employed; what are the best incentives; should incentive programs, e.g., scholarships or loan forgiveness, be broadened to emphasize underrepresented or especially able populations?
2. What steps can be taken by various sectors of the educational community to attract capable youth to teaching?
3. Would a change of standards for the preparation and credentials of teachers affect the supply of available personnel?
4. What alternative efforts could be used in setting credentials for teachers without jeopardizing quality?

PRIMER

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TEACHER CERTIFICATION

Meaning of a Certificate

By issuing a teaching credential, the State certifies that the holder has satisfied the degree, coursework, examination, and experience requirements established by the Regulations of the Commissioner of Education.

Categories of Certification

There are three major categories of "Teaching Certificates for Public School Service" established by Part 7 of the Rules of the Board of Regents:

a. Administrative and supervisory

b. Classroom teaching

c. School service (e.g., counselors, psychologists)

The Part also provides for a Certificate of Qualification which is used in all the major categories.

Certification Titles

Following are the major titles in use in New York State today:

Agriculture
Art
Bilingual Education
Biology
Blind and Partially Sighted
Business and Distributive Ed.
Chemistry
Deaf and Hearing Impaired
Earth Science
English
English to Speakers of Other Languages
Foreign Languages
General Science
Health
Health Occupations
Home Economics
Industrial Arts
Mathematics
Music
Nursery, Kindergarten and Grades 1-6
Physical Education
Physics
Reading
Recreation
School Media Specialist
Social Studies
Special Education
Speech
Speech and Hearing Handicapped

Technical Subjects
Trade Subjects
School Psychologist
School Counselor
School Attendance Teacher
School Social Worker
School Dental Hygiene Teacher
School Nurse Teacher
School District Administrator
School Administrator and Supervisor

Forms of Certification

There are three forms of certification:

a. Certificate of Qualification: This credential is issued when an applicant satisfies all requirements for the provisional certificate. It is valid for five years. A holder of a CQ may legally substitute in the schools without additional certification. When the holder of a CQ accepts a regular position in the public schools, the CQ must be exchanged for the provisional certificate.

b. Provisional Certificate: This credential enables the holder to provide professional service in keeping with the certificate's title. It is valid for five years; the certificate notes that the holder is responsible for knowing the conditions necessary to make the certificate permanent.

c. Permanent Certificate: There is no time limit on the validity of this certificate. It is issued upon completion of two years of full time experience (or the equivalent) and additional preparation, typically a masters degree in a field of study functionally related to the subject of the provisional certificate.

General Requirements

Education Law requires that to be authorized to seek employment in the public schools persons must be:

a) Eighteen years of age, and

b) A citizen, have filed a Declaration of Intention, or are prohibited from filing for statutory reasons.

Obtaining Certification

There are three ways to obtain a teaching certificate:

a. A person may complete a teacher education program in a New York college or university and be recommended for a certificate provided that program has been registered by the Department as leading to the designated certificate. There are more than 2,000 individual programs of preparation in New York. Programs in colleges and universities must give consideration to the certification requirements.

b. An individual may submit an application and official transcripts of all collegiate study to the Department. These materials are evaluated against the pertinent Regulations. If the applicant's study and experience meet the requirements, the appropriate certificate is issued. If there are deficiencies, the applicant is so informed. This evaluation process for most certification areas is also available at the offices of 37 District Superintendents but issuance is only done through the State Education Department.

c. New York has interstate contracts with 24 other states and jurisdictions. A person prepared in one of the contract states who meets the conditions of the contract is eligible for provisional certification in New York. The conditions are either (1) completion of an approved program of teacher preparation or (2) possession of a valid certificate in the contract state and service under that certificate in three of the most seven recent years.

All applicants for their first New York certificate must obtain a satisfactory score on the NTE Core Battery Tests, published and administered by Educational Testing Service.

There is an evaluation fee of $50 per application.

Emergency Employment

If a school superintendent is unable to fill a position with a certified and qualified person after extensive recruitment, he may apply for a Temporary License for an uncertified person. The Temporary License is valid from the date of employment until the following June 30. Subsequent issuance of a temporary license may be issued upon justification of need and evidence that the individual has completed not less than six semester hours of study toward the pertinent certificate.

Other Types of Credentials

Credentials issued for specific purposes include the following:

a. Teaching Assistant: A certificate may be issued for a teaching assistant authorizing the holder to provide instructional service to students under the general supervision of a licensed or certified teacher. (In 1984, 4,412 certificates were issued).

b. Visiting Lecturer: This license is valid for one year and is issued at the request of a superintendent of schools to applicants who have unusual qualifications in a specific subject to supplement the regular program of instruction. (In 1984, 18 such licenses were issued).

c. The "Non-Certificate Certificate": A permit may be issued for a school district to employ a qualified person for a position for which no certificate title exists. (8 permits were issued in 1984).

School District Use of Certified Personnel

The Regulations of the Commissioner of Education authorize a superintendent with the permission of the Commissioner of Education to assign a teacher to teach a subject not covered by the teacher's license or certificate for a period not to exceed five classroom hours per week.

State Certification in New York City

The New York City School District is required by Education Law to establish requirements and issue licenses to persons seeking to serve in the City's public schools. Further the law stipulates that the license requirements may be no less than those required for State certification.

Substitute Teachers

A substitute is a person employed in a position held by a person who is absent but expected to return. There are three categories of substitutes.

a) Persons holding valid certificates who may substitute for any length of time in any area.

b) Persons without certification but who are studying to be certified may substitute for any length of time in any area.

c) Persons without certification and who are not studying to become certified are limited to a maximum of 40 days per year regardless of the number of districts in which they substitute.

Substitutes employed for long term absences are expected to hold or be working toward certification in the specific field or area in which they are substituting.

Occupational Education

All teachers in the public schools must be certified. Certification regulations generally require study in the subject to be taught and in teaching the subject. To receive a provisional certificate teachers of Agriculture, Business and Distributive Education, Home Economics and Industrial Arts must hold a baccalaureate degree and have one year of work experience. For other areas such as Air Conditioning, Carpentry, and Auto Repair the subject knowledge may have been learned by completion of a two year college program and two years of work experience or by four years of work experience without collegiate preparation. Before a certificate is issued, persons with two year college programs or extended work experience are required to complete appropriate study in professional education.

Annulment of a Certificate

The Commissioner may annul a certificate for cause after due process considerations; there are no provisions which enable a certificate holder to voluntarily surrender a certificate.

Part 83 of the Regulations of the Commissioner provides for a procedure to deal with a question raised about the "good moral character" of an applicant for certification or a certificate holder. The procedure which involves the Teacher Education, Certification and Practice Board includes an investigation and where a substantial question exists an opportunity for a hearing. The result of the hearing is a recommendation to the Commissioner who makes the final determination to permit retention, to revoke the certificate, or not to issue the certificate.

STATISTICS ON NEW YORK STATE TEACHERS

Teacher Compensation, Provisional Certificates Issued, and Characteristics of Public School Classroom Teachers

Three charts are presented that: show current teacher compensation by region of the State for the school year 1984-85; compare teaching certificates issued between 1974 and 1984; and display a series of vital statistics concerning New York's teaching force.

The University of the State of New York
THE STATE EDUCATION DEPARTMENT
Albany, New York 12234
July 1985

SALARY PERCENTILES FOR PUBLIC SCHOOL CLASSROOM TEACHERS

NEW YORK STATE

1984-85

Region	5TH	50TH	95TH
New York City	$14,527	$30,706	$34,076
Nassau-Suffolk	19,463	34,143	41,186
Mid-Hudson	18,225	30,500	42,896
Upper Hudson	15,649	24,505	31,776
Lake George-Champlain	14,509	23,253	30,589
Black River-St. Lawrence	14,209	22,937	29,071
Upper Mohawk Valley	14,334	22,873	29,392
Central	14,381	22,405	32,332
Southern Tier East	13,200	21,433	31,068
Southern Tier Central	13,653	22,138	30,466
Southern Tier West	13,600	22,485	29,000
Genesee-Finger Lakes	15,361	26,246	35,000
Western	16,434	27,200	33,720
State Excluding New York City	15,755	27,094	40,009
Total State	14,882	28,213	39,091

CHARACTERISTICS OF PUBLIC SCHOOL CLASSROOM TEACHERS
NEW YORK CITY, REST OF STATE, TOTAL STATE
1968 AND 1983

Location/Year	Average Salary*	Average Experience**	Age						
			<26	26-32	33-40	41-48	49-56	57-64	65 or More
New York City									
1968-69	$ 9,500	5	32.1%	18.0%	13.8%	13.5%	11.4%	10.2%	1.0%
1983-84	30,706	14	2.4	12.3	35.3	22.8	17.3	8.8	1.1
Rest of State									
1968-69	9,120	8	25.1	20.9	17.7	14.8	11.7	8.7	1.1
1983-84	25,672	15	3.2	14.8	34.8	22.7	17.8	6.2	0.4
Total State									
1968-69	9,168	7	27.4	20.0	16.4	14.3	11.6	9.2	1.1
1983-84	27,319	15	3.0	14.1	34.9	22.8	17.7	6.9	0.6

*Median Salary

**Median years of total education experience

Location/Year	Sex		Certification			Degree Status		
	Male	Female	None	Prov.	Perm.	BA	BA +30 & MA	MA +30 & Doct.
New York City								
1968-69	39.6%	60.4%	5.2%	48.8%	46.0%	37.4%	41.6%	21.0%
1983-84	35.6	64.4	2.7	20.2	77.2	10.1	41.7	48.1
Rest of State								
1968-69	38.1	61.9	9.5	28.2	62.3	52.5	38.4	9.1
1983-84	38.4	61.6	1.2	8.8	90.0	13.3	64.9	21.8
Total State								
1968-69	38.6	61.4	8.1	34.9	57.0	47.6	39.4	13.0
1983-84	37.6	62.4	1.6	12.2	86.2	12.4	58.1	29.6

CHARACTERISTICS OF PUBLIC SCHOOL CLASSROOM TEACHERS
NEW YORK CITY, REST OF STATE, TOTAL STATE
1968 AND 1983

Location/Year	Average Salary*	Average Experience**	Age						
			<26	26-32	33-40	41-48	49-56	57-64	65 or More
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*Median Salary

**Median years of total education experience

Location/Year	Sex		Certification			Degree Status		
	Male	Female	None	Prov.	Perm.	BA	BA +30 & MA	MA +30 & Doct.
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Rest of State								
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1983-84	38.4	61.6	1.2	8.8	90.0	13.3	64.9	21.8
Total State								
1968-69	38.6	61.4	8.1	34.9	57.0	47.6	39.4	13.0
1983-84	37.6	62.4	1.6	12.2	86.2	12.4	58.1	29.6

NUMBER OF PROVISIONAL TEACHING CERTIFICATES ISSUED
NEW YORK STATE

1974 TO 1984

Certification Area	Year			Percent Change	
	1974	1980	1984	1974-1980	1980-1984
Elementary	16,228	6,374	6,516	- 60.7%	2.2%
English	2,792	774	801	- 72.3	3.5
Social Studies	2,644	704	713	- 73.4	1.3
Mathematics	1,487	458	682	- 69.2	48.9
Foreign Languages	1,598	494	462	- 69.1	- 6.5
Science	2,275	551	910	- 75.8	65.2
Art	1,442	541	465	- 62.5	- 14.0
Business	695	394	412	- 43.3	4.6
Industrial Arts	485	276	206	- 43.1	- 25.4
Home Economics	474	187	129	- 60.5	- 31.0
Music	905	746	725	- 17.6	- 2.8
Physical Education	2,057	1,051	887	- 48.9	- 15.6
Health	590	217	196	- 63.2	- 9.7
Vocational	259	161	167	- 37.8	3.7
Handicapped	839	3,420	3,409	307.6	- 0.3
Total	34,770	16,348	16,680	- 53.0	2.0

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